

PROJECT ASSISTANCE COMPLETION REPORT

PROTECTED AREAS RESOURCES CONSERVATION PROJECT

532-0148

JUNE 1994

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## 1. PROJECT PURPOSE AND OBJECTIVES:

The Project purpose was to plan and implement two pilot parks, and to lay the foundation for a new National Parks and Protected Areas System.

The Project Objectives included:

- immediate initiation of park or protected area activities in selected pilot areas;
- the building of the conceptual, legal, financial and institutional foundations of the system; and
- the provision of a management unit to coordinate the different activities.

## 2. PROJECT DESCRIPTION:

The Protected Areas Resources Conservation Project (PARC) was the first major initiative in the protection of natural habitats in Jamaica in many years. The Project was designed to initiate immediate action to implement two pilot national parks: a terrestrial park in the Blue Mountain Range, and a marine park at Montego Bay. It also funded a series of activities leading to the establishment of a National Parks and Protected Areas System. Those included: a National Parks System Plan; a National Parks Fund; a Conservation Data Center, and National Parks Legislation.

### National Parks System Plan -

A detailed, comprehensive system plan of all current, proposed and potential park sites in Jamaica was formulated. This plan systematically examined all potential sites by areas in most critical need of protection. It presents options for GOJ policy makers relative to future national park development, and the regulation and organization of a national park system.

### National Parks Fund -

A National Parks Trust Fund has been established with the sole intent of financing recurrent and capital costs associated with the management of national parks. The generation and administration of funds in this Trust Fund is done by the Jamaica Conservation and Development Trust. The decision over allocations of the Trust Fund incorporates both the public and private sector.

### Conservation Data Center (CDC) -

The CDC has continued to log element occurrences for most of Jamaica's flora and fauna. The collection, recording and storing

of the natural resources data from the two pilot parks has given the CDC a valuable data base from which it has begun to sell outputs.

These outputs allow the CDC to supplement its income, and address its long-term financial and institutional sustainability.

#### National Parks Legislation -

The Act to establish the Natural Resource Conservation Authority contains the authority for the development of a National Parks System within its portfolio of the relevant Minister. The relevant Minister has been empowered to vest management of the National Parks and Protected Areas System with the appropriate entities. Overall guidance and monitoring of results remain with the NRCA.

### 3. SUMMARY OF CONTRIBUTIONS:

#### GOVERNMENT OF JAMAICA

<u>Contribution</u>	<u>Planned</u>	<u>Actual</u>
Life of the Project	\$1,204,000	\$1,236,488

#### UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

	<u>Planned</u>	<u>Actual</u>	<u>Deobligation</u>
Grant	\$2,450,000	\$2,421,585	\$28,415

Note: "Actual" amount includes \$24,275 additional deob to be made between July and September, 1995.

### 4. PROJECT ACCOMPLISHMENTS:

- \* All major project targets have been met or exceeded. All staff are in place with both local and overseas training completed. All contracts and subcontract amendments have been executed, and all additional procurement for the transition period have been completed or are underway.
- \* The PACD was extended to allow for a transition period to finish PARC I activities and allow sufficient time to design the follow on phase PARC II which will allow for the gradual fading out of support for the existing parks. The administrative responsibility for the Blue and John Crow Mountain National Park moved from the Forestry Department to the NRCA.
- \* In the Blue and John Crow Mountain National Park all staff

are in place and park rangers are trained. Community outreach activities continued and a successful enforcement workshop was held to learn about new regulations and develop mechanisms for effective enforcement. The park was officially declared open on February 28, 1993.

- \* An Operations Manager and a Community Outreach Officer were hired to address staff issues at the Montego Bay Marine Park. A group of volunteers continued to undertake such fundraising events as beach clean-ups.
- \* The National Park Systems Plan has been revised based on comments received from the NRCA Board and approval has been granted. The final plan contains sections on: government policy, a classification system for national parks, description for proposed park areas and management requirements of the National park Systems. The primary recommendation for long term national parks development is to establish recommendations for long term national parks to be incorporated into Phase II design.
- \* The board of the National Parks Trust Fund continues to meet regularly and the Fund stands at J\$20M. Since March, 1993 the Trust Fund has paid most salaries in the two pilot national parks.
- \* The Conservation Data Center (CDC) at the University of the West Indies has logged element occurrences for most of Jamaica's flora and fauna. Collection, recording, formatting and storing of natural resource data from the two pilot parks has continued. The CDC has begun to sell outputs from its resource data base to local and international consultants to supplement income.
- \* The implementing regulations for both marine and terrestrial parks were approved and penalties for infringement of regulations have been set at realistic levels to ensure enforcement. The first successful prosecutions for violations have been completed.
- \* The Nature Conservancy continued to provide high quality technical assistance to all aspects of project development. Short-term technical assistance was provided in management plan development, fund-raising and the capital campaign, and for the data base development. A no-funds grant extension was given to TNC coinciding with the new PACD.
- \* The Project Paper Supplement for the second Phase of the PARC Project as a major component of the DEMO Project is complete. Phase II will involve consolidation of work on existing parks, establishment of two new parks (Cockpit Country, and Black River Morass), further work on

capitalization of the Trust Fund, the establishment of a Jamaica National Parks Institute, and a continued data collection and monitoring.

- \* The Project Management Unit continued to implement an Administrative and Accounting Procedures Manual that describes procedures for the accounting of funds, procurement of goods, and contracting of services.
- \* Women continue to play an integral role in all aspects of project implementation along with the U.S. peace Corps Volunteers.
- \* Collaboration under the Sister Forest program of the U.S. Forest Service continues with the National Forests of North Carolina.
- \* Collaboration with the U.S. National Parks Service continued with the assistance of The Nature Conservancy. An individual from the St. John's National Park visited Jamaica and conducted training. The training included improvement of guide and interpretive skills and development of tourism and concession businesses in and around the Blue and John Crow Mountain National park boundaries.
- \* A recipient-contracted audit was conducted in February and March for the two-year period ending December 31, 1992 by the local firm of Coopers and Lybrand. In his reporting period, actions were taken in response to the draft audit report. The final audit report was completed as of October 1993.

##### 5. EVALUATIONS AND STUDIES:

An evaluation of the Project was conducted in June of 1992. The findings were as follows:

- Overall the PARC Project has been very successful. It has met its primary objectives on time, while simultaneously recruiting and deploying an extraordinarily talented group of resource managers, new to park systems.
- Major accomplishments are tied to the two pilot park sites. These have produced significant community benefits, institutional changes, and tangible products. They have also given the PARC Project very positive and very high visibility, both nationally and regionally.
- There have been some important milestones at the country level as a result of the project. Significant among these has been the work begun on the development of a National

Parks System Plan and the related consensus-building process used for this project component. There have, however, been problems associated with the quality of some of the Plan deliverables produced to date which will require further review, screening and fine-tuning.

- Perhaps the single most significant accomplishment has been the fact that a small group of professionals has gained practical experience in protected area management and planning in Jamaica. This is a good investment for the long-term, especially in light of the recent establishment of a Ministry of Tourism and the Environment and the reorganization of NRCDC into a statutory body-- the Natural Resources Conservation Authority.
- There are some new challenges to be faced by the PARC team during Phase II. The establishment of a user fee framework, a development of cooperative agreements for the on-site management and operation of national parks remain unresolved.
- In the absence of comprehensive land use zoning or a coastal resource management planning system, areas immediately outside of officially designated parks and prospective parks are at risk and should be of concern. These buffer areas require new approaches to community participation, similar to those being developed in the Blue Mountain/John Crow Mountain National Park.

#### 6. CONTINUING RESPONSIBILITIES:

Phase II of the PARC Project will emphasize support for strengthening institutions involved with national park development and the incorporation of new areas into the park system (Cockpit Country and Black River Marass). Phase II will continue in further capitalization of the Trust Fund and establish a Jamaica Parks Institute.

#### 7. SUMMARY OF LESSON LEARNED:

Protected areas programs work best when they have clear goals or visions, and subsequent education program to build and sustain them.

A long-term commitment is needed for projects that support biodiversity conservation programs requiring creation and management of park systems. The Project should have been designed for implementation over the longer period needed to create the legal, institutional and financial basis for a park

system and also to train and equip staff to assume full operation of a park system.

The demarcation and operation are not the only things to consider when establishing terrestrial and marine ecosystems. This alone will not assure conservation of the wildlife and habitats they are designed to protect. Measures to address external threats from pollution etc. should be put in place. This requires going outside the framework of a park system to engage other sectors - urban, industrial, commercial, mining, agricultural - in the process of conservation.